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ABSTRACT

A review of procedures used to assess the educational needs of offenders in Florida's correctional institutions is presented in this report, along with recommendations for change. First, the report draws from a 1982 study of the state correctional system, presenting findings regarding the educational needs of youthful offenders, assessment processes, and tests used; and recommendations in the areas of incentives, classification and assignment, placement, and special education needs. Next, a summary of the testimony of public correctional personnel on inmate testing and education is presented. Then, reflections are provided on inmate diagnostic testing, which include a discussion of the purpose of diagnostic tests, an assessment of tests used, and a collection of observations and insights resulting from visitations by the State Advisory Council on Correctional Education to Florida's 26 major state correctional institutions. Finally, a series of recommendations is presented based on currently available testing instruments and a proposed testing framework. Appendices include sections from the statewide study of the correctional system dealing with assessment; a description of the tests used in the educational evaluation of inmates; and an evaluation instrument for assessing correctional education activities. (HB)

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DIAGNOSTIC AND ASSESSMENT TESTING FOR INMATES OF FLORIDA'S STATE CORRECTIONAL INSTITUTIONS

STATE ADVISORY COUNCIL
ON CORRECTIONAL EDUCATION

DR. JACK TEBO

JUNE 11, 1984

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DIAGNOSTIC AND ASSESSMENT TESTING FOR INMATES OF FLORIDA'S STATE CORRECTIONAL INSTITUTIONS

FOUNDATION

The 1982 General Appropriations Act, Chapter 82-215, Item 241, Laws of Florida, directed that the Department of Education, with consultation from the Department of Corrections and the Legislature, conduct a study of the educational programs provided for the state correctional system. This study was completed on December 31, 1982, and the effort was chaired by Dr. Jack Tebo of the Department of Education. There were 10 members of the Department of Education assigned to this Study Group, along with six Senate staff, four House of Representatives staff, four Department of Corrections staff, and three additional Department of Education staff assigned with advisory duties to the study group.

The law directed as follows as it relates to this paper:

> ". . . The State Board of Education shall submit to the Senate and House Committees on Appropriations, Corrections, and Education by January 1, 1983 a report of the completed study which shall include, but not be limited to, the following points for the Department of Education and again for the Department of Corrections:
>
> . . . 9. A review of all procedures currently used to assess offender educational needs and a recommendation for criteria or changes which should be proposed in this area."

The Findings section from this part of the study may be found at Appendix A. These findings are considered to be current today, and as summarized below, reflect the following as submitted by the State Board of Education to the Florida Legislature:

According to the Youthful Offender Report of the Oversight Subcommittee of the House Committee on Corrections, the ten most common needs identified in 1981-82 by 43 Florida educators for youthful offender education are as follows, in priority order: reading skills, math skills, language skills, employability skills, personal/social adjustment skills, vocational skills, GED preparation, vocational exploration, health education, and enrichment.

The process of assessment as prescribed by the Florida Department of Corrections for male offenders begins with an initial induction into the Reception and Medical Center (RMC). Female offenders are sent to Broward Correctional Institution or Florida Correctional Institution.

The following tests are usually administered, sometimes in a single day:

(1) The Revised Beta Examination to ascertain IQ. (2) The Test of Adult Basic Education (TABE) to indicate academic achievement. (3) The Wide Range Aptitude Test (WRAT). (4) The Wide Range Interest-Opinion Test (WRIOT) to indicate occupational interests.

Although other tests may be given after an inmate is assigned to a facility, there is no attempt made to identify inmates who have learning disabilities, nor is adaptive behavior measured. None of the instruments measure the basic psychological process involved in understanding or using spoken or written language.

Inmates are usually placed into academic classes on the basis of their reading level. Placement in vocational classes usually takes place based on classroom vacancies or institutional labor needs rather than inmate aptitude or interest. In some instances education is mandatory.

There were four Recommendations emanating from these findings, which are explained and enunciated at Appendix B. The digested form of these as presented to the Legislature by the State Board of Education is as follows:

A. Incentives. Achievement incentives as a concept in the current correctional education program in Florida is practically non-existent, and this should be changed to allow early release, early parole, added gain time, and/or sealing or expunging the inmate's (defendant's) youthful offender record, for those who achieve specific educational milestones such as earning a high school diploma accompanied by specific evidence of functional literacy, earning a vocational educational certificate showing a clear mastery of a marketable skill, and/or a strong endorsement by the educational supervisor that the inmate is fully prepared to return to society as a productive, self-reliant, and contributing member.

B. Classification and Assignment. Test results, accompanied by qualified counseling and guidance actions, should be implemented in the future by making every effort to classify and assign inmates on the basis of their assessed educational needs, and particularly those youthful and other offenders who have been found guilty of non-violent crimes and whose sentences are one to four years in duration.

C. Placement. Changes in the testing process should be made to support the goal of appropriate placement of inmates into educational, training, and counseling programs designed for outcomes of functional literacy, marketable skills/occupations, and adjustment to society, to include: (1) spread out testing for new inmates over several days, (2) screen inmates for hearing and vision deficiencies, (3) evaluate inmates for possible handicaps, (4) administer an adaptive behavior scale to inmates whose performance is two or more standard deviations below the mean on a standardized intelligence test, and (5) measure the psycho-educational process areas of each inmate with such instruments as the Detroit Tests of Learning Aptitude.

D. Special Education. Procedures should be implemented to locate and identify all inmates, 21 years of age and younger, who have not completed postsecondary education program and who may be in need of special education and related services. Evaluation procedures need to be revised to meet state and federal law and each handicapped inmate should be appropriately placed and have an Individual Education Plan (IEP).

These findings and recommendations, in light of the eight other sets of recommendations and seven other sets of recommendations, have implications which did bear the attention of Florida's leadership in 1982-83 and are even more meaningful in 1984-85, as follows:

Recommendations related to the findings of this study have implications which could be crucial to the resolution of issues which are held in the highest of priority by Florida's leaders and citizenry. Instructional services in support of the state's correctional system must have a clear set of meaningful goals. U.S. Supreme Court Chief Justice Warren E. Burger reflected that prison officials and legislatures should:

> Make all vocational and educational programs mandatory with credit against the sentence for educational progress - literally a program to learn the way out of prison, so that no prisoner leaves without at least being able to read, write, do basic arithmetic and have a marketable skill.

An alternative to 7 and 8-digit spending of capital outlay dollars to construct more prisons could be to emphasize prescribed counseling, instruction, training, and motivation for our non-violent short-term inmates to make them responsible citizens who are functionally literate with marketable skills, and then expedite a supervised release program for them. The early release of society-ready prisoners leads to the further potential for reduced needs for high-cost prison construction appropriations and the cost of incarcerating repeat offenders.

With a set of missions and goals to prepare releasable inmates mentally, physically, and emotionally for their early return to society, the full support and understanding of the correctional institutions' officers and staff are critical. Their instruction must be of high quality and oriented to education by the objectives of encouraging the functional literacy, marketable skills, and societal acceptability of the inmates.

In regard to long-term, violent, and/or career criminals, there is also a need for specialized instructional and educational services with the objectives of functional literacy, marketable skills, and societal acceptability to learn about maintenance duties to perform, regulations to follow, laws to uphold, members of their prison society to respect, jobs to accomplish, and prison industries work to accomplish. At an average of over $7,800 per year to "keep" a convict in a Florida prison, it is only rational to expect the long-term inmate to learn to perform - and perform - services which help to defray the expenses of his or her incarceration.

INMATE TESTING AND SENATE HEARINGS

ON YOUTHFUL OFFENDERS, MARCH 8-18, 1983

During this time frame, Senator Curtis Peterson, Senate President, appointed Senators Rehm, Kirkpatrick, and Castor to a select committee to conduct hearings on education in the correctional system in Florida. Superintendents, Education Supervisors, and other staff were called in from the 10 youthful offender institutions, to respond to seven sets of prepared questions related to the education programs in their institutions. The committee was also to respond to the study: "Educational Programs Provided for the Florida State Correctional System," and Hubert Richards, Shirley Mabe, Jack Tebo, Roger Nichols, John Denmark, Ada Puryear, Phil Rountree, Stafford Thompson, Lew Wagar, Ben Powell, Tal Pushing from the Department of Education, and staff representation from the Department of Corrections, to include Benjamin Groomes and Bob Thomas, were invited to the hearings. House and Senate staff also attended the hearings, to include Frank Caldwell, Ray Wilson, Nancy Rowell, JoAnn McCollum, and others.

It was Senator Rehm's plan to develop a matrix of answers to each of the seven sets of questions, by each of the ten youthful offender institutions. He has suggested that the results of implementing the recommendations emanating from the hearings take the place of the study's recommendation for 4 pilot institutions where all "functional literacy" and "marketable skills" instruction would actually be taught by the school districts and community colleges.

Therefore, additional perceptions were gathered from the hearings, which relate to the above and to the findings and recommendations of the study, and these follow, reflecting public correctional personnel testimony:

1. Education in the prisons should have but does not have, the purpose of preparing our inmates for release to society, and should have these priorities which complement one another:

   a. functional literacy
   b. marketable skills
   c. life coping skills

2. Diagnostic screen testing given at one institution is generally repeated for incoming inmates when they transfer. This is particularly true of those coming in from the reception centers, as the results are "not fully credible."

3. Vocational instructors in the corrections system are responsible for 8 hours of supervision over a group of inmates each day. They are key tools of management rather than instruction.

4. Released inmates who find jobs probably return to prison less frequently than those who do not find jobs, but there is no follow-up program.

5. Education services are not among the top three prison priorities.

6. Instruction such as calesthenics, structures school settings, and others, where inmates have complained, have been removed by some superintendents because it causes problems, leaving a situation where instruction in many cases can be determined by the behavior of the inmates.

7. Vocational instruction in the prisons and the jobs availability outside of the prisons are not correlated in the system.

8. There are multiple examples of shortages of classes available to inmates in priority subjects such as reading for literacy and life skills, while at the same institution a community college is offering basic education courses which lead to an AA degree, a much lesser priority.

9. All prisons have a percentage of 5 to 20 percent inmates with special education needs and there are no special education programs or teachers in the system, which reasonably guarantees that these inmates will return to society the same or worse as when they entered.

10. Follow-up on released inmates is not a part of the corrections education program.

11. Adult prisons are a bad influence on the youthful offenders and their motivation to "learn their way out of prison," and should be kept away from the youthful population.

12. Education in the system for over seven years has been seen as an appendage, resulting in designated funds being diverted to operate the prisons.

13. Youthful offenders should be "marched in and educated" in literacy, life, and job skills which reflect the real world.

One of the overriding findings by the select committee was that the conclusions on testing drawn from the Study were reconfirmed by the Hearings, as follows:

1. Testing of inmates often takes place in one day, when a thorough process which also allows an appropriate amount of time between tests would take two or more days;

2. There is no apparent attempt made in the evaluation process to identify inmates with learning disabilities, and the tests to identify sensory deficiencies are not refined;

3. In some cases, inmates may refuse to participate in academic or vocational classes, and in others, enrollment in educational programs is mandatory, even for inmates who do not want to participate;

4. All inmates are not well oriented on the procedures for requesting assignment to a specific educational program;

5. Individual needs based on needs assessments hold a lesser assignment priority than do class vacancies and labor needs of the facility; and

6. Test results are mainly used for work assignments and institutional assignments during incarceration.

REFLECTIONS OF INMATE DIAGNOSTIC TESING AS REVEALED THROUGH THE ACTIONS OF THE COUNCIL ON CORRECTIONAL EDUCATION

The initial thrust here is to understand the purpose for diagnostic tests, that is, why they have indeed been developed. Diagnostic testing instruments have been constructed to use with students and other persons, which could include inmates in a state correctional institution, in aiding that person directly or through a counselor or consultant to learn more about himself or herself and his or her potentialities. They are designed, depending on the specific test, to show what people know, what they need, where they are going, what they might do, what they should study, what job they might attain, what their problems are, what their weaknesses are, and what are their strengths, to name a few uses. To use a diagnostic test for something it was not designed to accomplish could be a hazardous practice for the testee as well as the testing agency, and to administer or use a test improperly would probably be more harmful than making decisions on a student or client without the aid of properly attained test results or making decisions which are inconsistent with the diagnosis reflected in the test results.

The first type of testing to understand deals with the attainment of a high school diploma. A significant study conducted recently for the Department of Education by a Coral Gables research organization has found that students who complete high school by taking the General Educational Development (GED) test are demographically dissimilar from conventional high school graduates. GED graduates generally come from households where the parents had less formal education and held lower-status jobs than the households of conventional graduates. The study found that currently enrolled high school students who took GED for "early exit" from high school felt bored or unchallenged by school or were anxious to get into

jobs, military service or postsecondary schools. GED graduates who had dropped out of high school before taking the test were more likely to have left school because of family problems or difficulties with school work or discipline. The study also found that, for the latter group, the period between dropping out of school and passing the GED represented "a period of occupational and educational stagnation and unemployment."

In its major recommendation, the study said that high school programs should be more flexible to enable students to advance their careers or overcome personal problems without leaving school. The study also recommends continuation of the GED "early exit" program to reduce the impact of the stagnation period between dropping out of school and taking the GED. Increased outreach efforts to dropouts who have not passed GED also were recommended.

On January 31, 1984, Dr. Philip Grise, Department of Education, who works with the state assessment program, described for the Council how the state assessment tests are given in grades three, five, eight, and eleven. He also discussed the State Assessment Tests, Part I and II, and to some extent the GED test. Dr. Grise compared the 60,000 diplomas given by passing the GED exam with 75,000 diplomas earned by high school students in Florida. He contrasted the students enrolled in HRS facilities with those enrolled in corrections facilities. The main difference being that HRS clients generally return to public schools whereas inmates do not re-enter public schools. To the question of whether or not the GED testing program should be augmented with the SSAT II, Dr. Grise explained the basic skills tests provide a large profile for diagnostic purposes but that the questions are suited to the age level of third graders, fifth graders, tenth graders, etc., which don't really lend themselves to adults. The GED test is an exit test used for adults.

Dr. Grise indicated that the SSAT would give no benefits to inmates or other adults working toward the GED. The SSAT II can identify a definite deficiency and as a result the student could be remediated before graduation, but the SSAT II is not an efficient diagnostic test for adults. Dr. Grise suggested that the state is moving into new tests and that the old tests might be made available to the Department of Corrections for diagnosing in reading, writing, and mathematics. Dr. Grise said other tests are more elaborate and tests designed for special students might be more appropriate for learning disabled and other such students.

Dr. Grise again stated that the GED would probably be better for inmate students because it provides the opportunity for a diploma. Dr. Grise stated that there are other tools that would be appropriate for diagnostic measures.

Dr. Grise concluded his report to the Council by agreeing that if a high school diploma is the goal for an inmate, the GED and GED prep program should be the principal means to attain the goal.

Despite the heavy use being made of the GED throughout the correctional system for inmates, it was agreed by consensus that the GED as a goal for

certain inmates is too high a goal to set, and only those who have demonstrated the potential skills and basic intelligence should be faced with such a goal. Otherwise it could be seen as a fearsome threat and the motivation to learn in such inmates could and would be submerged, resulting in a complete lack of self improvement between the incarceration date and the day of release.

The second and final process in this section of inmate diagnostic testing is a collection of observations and insights on this topic resulting from the Council's visitations to Florida's 26 major state correctional institutions.

1. The Educational Supervisor and placement officer at Apalachee do not work in placing inmates according to findings on diagnostic tests.

2. The educational plan for inmates is not practical at Apalachee because institutional staff have no way of knowing how long inmates will remain in prison.

3. The purpose of classes on the compound at Cross City is to keep inmates busy and occupied and provide a place for them to go, which dictates the purpose of this testing program there.

4. The classification supervisor assigns inmates at River Junction to classes without use of tests.

5. Inmates may ask for a course at River Junction and this will override tested competencies, but college credit courses are seen as "not particularly useful."

6. At Tampa Correctional Center, all staff appeared very concerned with linking up the inmates to a career field where he can become a productive member of society, but this is a problem due to a large turnover rate of placement counselors and a large gap in transference of placement information from one counselor to the next.

7. There are no psychological assessment instruments used at Brevard Correctional Institution.

8. At Sumter Correctional Institution most of the psychological services consist of one-to-one counseling therapy without the use of psychological assessment instruments.

9. Rehabilitation is not a goal for inmates at Lancaster Correctional Institution, as education is a "pacifier" and enjoys a high priority because it is very successfully used in keeping the inmates occupied within the compound.

10. Vocational courses available at institutions are often given to inmates because of the availability of the course rather than test results, and there are examples, such as at Miami North, where there

is considerable opposition by correctional staff to such programs as small engine repair because there is an insufficient market for graduates and very few replacements occur in the category.

11. At Baker Correctional Institution, 25% of the 960 inmates test out below the 5th grade level, but this institution has no counselors, and no vocational coordinators, making a meaningful program to prepare inmates to "return to the streets" exceedingly difficult to begin or maintain. Also at Baker:

    a. Activities for development which would add to the significance and meaning of the education and training efforts here include: (1) Purpose, (2) Assessment, (3) Vocational testing, (4) Section of "student" for most needed instruction, (5) Motivation to learn, and (6) Post-release placement, according to staff.

    b. RMC testing mainly used by classification supervisor for work assignments.

    c. College courses are not at all successful - many start but very few complete the courses - huge drop-out rate.

12. At Reception Center at Lake Butler:

    a. Administration at the institution want and need more educational assessments accomplished, and would not expect funding for education unless assessments are conducted.

    b. Job assignments for inmates are based on the institution's needs to determine where he will be assigned.

    c. Administration believes that correctional dollars could be better directed than to education because (1) Corrections can't get the right kind of instructor anyway and (2) their job is security, safety, comfort, and health of the inmates, vis-a-vis "education."

    d. Typical inmates are literate but not high school graduates with 85 I.Q.s. Tests used here are the Minnesota Multiphasic Personality Inventory (MMPI), Inman's Quick Test, Revised Beta, and WRAT Reading Test. These are used for placement at institutions, but not analyzed to establish needs for (1) program development or for (2) rehabilitation.

13. At Zephyrhills Correctional Institute

    a. This is a 100% public school and community college education and training program with exceptional cooperative efforts between the institution and the educational agencies, e.g. building transportable classrooms for county, paid for by receiving materials sufficient to build some buildings for the correctional facility.

b. Have full pre-release program for prisoners with two years or less to serve which involves (1) education, (2) work, (3) psychological programs.

c. Once per week a team which includes the county adult education director interviews inmates for placement in work or education programs at the institution.

d. Education programs exists at Zephyrhills only because they "went after it."

e. GED testing is performed by the school district.

f. The entire inmate assessment and testing process could be a model to be emulated by other institutions throughout the system.

14. At Lawtey Correctional Institution, it was reported that all who apply for school are retested because the tests given at the Reception Medical Center were invalid, but the visiting team was not provided access to any records to verify this information. One inmate folder in a large stack contained some test data, and all other folders provided were not those which were requested.

15. There is staff conflict at Lawtey of comments on the validity of RMC testing, some state that I.Q. tests are used to determine reading levels and RMC claims it uses the TABE test.

16. Broward Correctional Institution for women does not, according to council members, follow the 1983 legislative mandate about education resources used for education. If administrative work is needed in the administrators' offices, state paid education staff are removed from their education assignments to meet these needs.

17. A general comment from a council member on Cross City and Lancaster Correctional Institution is that diagnostic actions are inadequate, and limited or no uses are made of hearing and visual screening, low blood sugar and other health conditions, learning styles and modalities, and achievement tests.

18. At Glades Correctional Institution the primary effort in testing is directed at the GED to help inmates take orders when released and to read and write letters to family and friends, but no diagnostic or attitudinal tests are administered and there is a lack of cooperation between the education and non-education staff there.

19. Dade Correctional Institution retests all inmates tested at RMC since test validity is questioned due to inmate stress upon entering the penal system at RMC, where the scores are used in determining institutional placement but not in the selection of instructional programs.

The three concluding points of emphasis to this section deal with the findings that (a) of eleven goals and objectives, Education is in ninth place in the Department of Corrections, (b) Testing is an internal assignments tool of the system, and (c) inmates with the greatest need for training are likely not to get it:

a. The Department of Corrections has eleven goals and objectives for the 1983-85 fiscal biennium, and the ninth of these is to "Improve academic and vocational training based upon job market demands," following:

   (1) Humane environment and sufficient facilities for inmate security and safety.
   (2) Community-based alternatives to incarceration.
   (3) Health-physical
   (4) Mental health
   (5) Food services
   (6) Religious services
   (7) Work programs
   (8) Correctional accreditation

   Also included in these priorities are (10) Improve efficiency, productivity, and accountability of employees, and (11) Improve services for special program needs such as those for female offenders and ex-inmates seeking employment.

b. Testing is a tool of the system to make judgments on (1) to which institution a new inmate will be assigned initially, (2) the job assignment on the compound for which an inmate is best suited, and (3) the potential of the inmate to learn one of the more challenging or technical jobs needed to operate the correctional institution.

c. Inmates with the greatest needs for training and/or education could easily never receive such instruction, because he/she must generally be a volunteer. Although the educational supervisor should be far better qualified than the inmate to determine what is best for that inmate, it must be understood that the education program is of a lower priority than such objectives as health, security, safety, religion, and work.

CONCLUDING RECOMMENDATIONS

There are two additional issues which require the full attention of those with any concern for making the diagnostic and assessment testing program for inmates of Florida's State Correctional Institutions a practical and rewarding system. These issues are topic-specific and presented under

separate cover to enhance their field useability.

1. Tests available on the market today.

2. A proposed initial testing framework showing where, for whom, tester, tests type, and tests usage in tabular format.

The data in the above items 1. and 2. should be used in tools fashion once decisions have been made relative to the insights found in the Concluding Recommendations, Reflections of Inmate Diagnostic Testing, Inmate Testing and Senate Hearings, and Foundation.

1. Whereas a three-day testing process often is compacted into one day, testing for learning disabilities and sensory deficiencies is not practiced or is not refined, inmate enrollment in classes is not tied to testing as much as is institutional choice, where in some cases it is mandatory and in others refusal by the inmate can get him/her excused, assignment requesting procedures are unclear, testing procedures at the RMC are questionable, labor needs at a facility hold a greater assignment priority than individual needs, then a serious achievement incentive program should be developed by the Department. This should include early release procedures, early parole, added gain time, and sealing or expunging a youthful offender's record for those who show outstanding achievement of specific educational milestones of a three-tiered nature which include (1) Functional literacy, (2) vocational mastery of a truly marketable skill, and (3) fully prepared to return to society as a productive, self-reliant, and contributing member as endorsed by the institution's educational supervisor.

2. Whereas test results are currently used for institutional assignments and job assignments in those institutions, and milestone achievement by serious inmates attempting to improve their lives is accompanied by no meaningful incentives more valuable than a certificate of some sort, and vocational training assignments are not designed to prepare an inmate employable upon release, and there is no program which openly is designed to lessen the probability of recidivism, and time is not taken into account as a principal factor for non-violent, short-term, youthful offenders who are releasable, then implement test results to meaningful classifications and assignment actions. Qualified counseling and guidance must be used in this process, to place inmates based on their assessed educational needs, particularly offenders with sentences of five years and less in duration.

3. Whereas the current testing process has no rational goal beyond prison placement and work assignment, 60% of Florida's inmates are 18-24 years of age serving 4-year and less sentences for crimes of a non-violent nature, and concerted testing and counseling could result in such persons meeting important learning and corrective milestones and subsequently qualifying for early release or expedited parole and clearing needed space in the prison, then the testing

process must be changed to place inmates into programs designed for functional literacy, marketable skills, and adjustment to society. Five programs are recommended: (1) Measure the psycho-educational process areas of each inmate with, for example, the Detroit Tests of Learning Aptitudes, (2) Administer adaptive behavior test to severely low intelligence inmates, (3) Evaluate for handicaps, (4) Screen for hearing and vision deficiencies, and (5) Spread out all testing for all new inmates over a 3 to 5 day well thought-out testing cycle.

4. Whereas the testing program is not aimed at placing inmates into a relevant, educational, training program, and attempting to implement such a program which does not in its entirety perform this task can be harmful both to the client and the user, then the Department should completely reconstruct its testing plan at the state level, to include the consideration of the needs of inmates in need of special education and related services with fully revised evaluation procedures to meet handicapped laws, and insure that all inmates have Individual Education Plans.

5. Whereas the possibility of preparing short-term inmates for release and long-term, hard-core inmates for performance of services to help defray his/her expense of incarceration both exist, then testing should be supported to prepare releasable inmates for functional literacy, marketable skills, and societal acceptability, and hard-core inmates to learn jobs, rules, maintenance, laws, and duties to perform for the proper operation of the compound.

6. Whereas inmates who need instruction and counsel to become better prepared for society generally do not receive it, and those who already have a fairly good motivation to learn and become more knowledgeable can usually receive it, then testing must be used to clearly identify inmates who need the instruction the most in order that they can be targeted for functional literacy, marketable skills, and coping skills training.

7. Whereas the best information available to this Council suggests that the GED test is the best instrument and program for adult inmate students who have a high school diploma as a reasonable goal, then it is strongly recommended that the Department adopt the GED and GED Prep Program as its principal means to make available to such inmates to attain a high school diploma.

8. Whereas educational officers in some institutions do not participate in job and class assignments of inmates, it is strongly recommended that all job and class placement of inmates be accomplished based on (1) needs of the institution shared and managed in a cooperative way among the job placement officer, the superintendent, and the educational supervisor with (2) needs of the inmate as revealed by his/her diagnostic testing results and counseling advisement.

9. Whereas none of the on-sight visitations revealed an exemplary diagnostic testing program with the possible exception of Zephyrhills, where all education/counseling/assessment services come from the school districts and community colleges, then the Department should develop plans for use by each institution to contract with the local accredited educational agency/institution to develop a meaningful, goal oriented and client-centered testing and assessment program to be administered to the entire population of each correctional institution, with a dual orientation for (1) short-term inmates in for non-violent crimes to be tested for the best means of instruction to train them to be functionally literate, learn a truly marketable skill, and possess fully acceptable skills to prepare to return to a free society, and (2) Long-term, hard-core inmates to be tested for the best means of the same three types of instruction to prepare to better adjust and be useful in a prison setting for an extended period of time.

10. Whereas inmates with the greatest need for training could easily never receive such instruction because they must generally be volunteers despite their test scores, and testing is essentially an internal management tool of the Department rather than a student diagnostic and assessment device used for student guidance and counseling, and of eleven goals and objectives for the Department's 1983-85 fiscal biennium, academic and vocational training based on job market demands is ninth in priority, then arrangements by the Department must be developed and implemented that would bring in to the system one or more outside agencies which understand student diagnosis and testing, the proper uses which can be made of diagnostic and assessment testing, and are primarily in the Educational testing business as one of their top two or three professional priorities, to replace the entire testing program currently in place throughout the correctional system network. In conjunction with this action, the contracting agency would be expected to develop an appropriate, qualitative procedure which would accomplish two goals which are exceedingly important to the operation of Florida's correctional system: (1) placement of inmates into correctional institutions which will best suit the needs of the Department, and (2) categorize inmates in terms of jobs which need to be accomplished upon arrival at the institution of assignment. This procedure will separate the client and agency diagnostic and assessment processes in order that an inmate can (1) train based on one set of goals and achievement milestones, and (2) work based on separately developed criteria.

6. A review of all procedures currently used to assess offender educational needs.

Method. The review was conducted by a process of interview, review of literature and technical references, and observation of the program in operation. Throughout this review, reference to the masculine includes the feminine.

A. Interviews.

1. Ms. Gloria J. Ward, Teacher Training Administrator, Bureau of Educational Services, Department of Corrections, was interviewed to ascertain the policies and procedures prescribed by the department. Those policies and procedures are described below.

2. Dr. Merrill O. Jones, Education Supervisor, and Mr. Gene Durden, Director of Counseling and Social Services, Apalachee Correctional Institution (ACI), were interviewed to ascertain how the policies and procedures of the department are implemented at the institutional level. Information obtained from Dr. Jones and Mr. Durden is incorporated below.

3. Three inmates at the Apalachee Correctional Institution were interviewed to determine their attitudes about the evaluations they received at the Reception and Medical Center (RMC), Lancaster Correctional Institution, and ACI. Information received from these inmates is incorporated below.

B. Review of literature and technical references.

1. The most revealing literature reviewed was Chapter B, "Education," of the Youthful Offender Report of the Oversight Subcommittee of the House Committee on Corrections, Probation and Parole. Information obtained from this report is incorporated below.

2. The 1981-82 ESEA Title I Educational Needs Assessment, developed by the Florida Department of Corrections, was reviewed to determine which needs are considered by teachers and education administrators to be the greatest among those common to the corrections system. Table 6-1, Summary of Inmate Educational Needs, lists in descending order, on a statewide basis, the 10 most common needs as identified by 43 education staff members of the seven institutions having ESEA Title I education programs. This hierarchy of inmate educational needs roughly parallels the needs of the approximately one-half million adults participating in adult general education programs in Florida this year.

3. Portions of two psychology textbooks, Measurement and Evaluation in Education and Psychology, by Robert L. Thorndyke and Elizabeth Hagen, and "Measurement and Evaluation in Education, Psychology and Guidance, by Georgia Sacks Adams, were reviewed to familiarize committee members with design, purpose

and uses of the standardized tests identified below. A discussion of the various tests used in needs assessment is contained in Appendix K.

4. The Seventh Mental Measurements Yearbook, edited by Oscar K. Buros, was used to classify the standardized tests used in assessing needs.

C. Observation. On August 20, 1982, the committee visited Apalachee Correctional Institution to observe the education program in operation. The professional observations of the committee are incorporated below.

D. Conclusions. After collection of the data through interviews, review of literature and technical references, and observation, the committee concluded that the policies of the Department of Corrections and the implementing procedures of the correctional institutions are accurately depicted below.

Assessment Program as Prescribed by the Florida Department of Corrections

A. Indoctrination. All male inmates are initially inducted into the correctional system at the Reception and Medical Center (RMC) at Lake Butler. Youthful offenders are usually moved out of the RMC within one day. Female inmates undergo their indoctrination and processing either in Florida Correctional Institution at Lowell or in Broward Correctional Institution at Pembroke Pines. Male youthful offenders are transferred to Lancaster Correctional Institution at Trenton for indoctrination and processing. As a part of the indoctrination, benefits of various activities are explained. Since most inmates indicate that their primary need is to get out of prison, the benefit best understood is the "gain time" which can be earned through participation in the various activities. For example, an inmate can earn one day of gain time for each day he works at his assigned job. Up to six days gain time per month can be earned for participation in educational or social service programs.

B. Evaluations. As a part of the processing, each inmate is interviewed by various members of the RMC staff and is evaluated medically and educationally. The inmate is then "staffed" by a team which recommends assignments for the inmate's period of incarceration.

1. Medical. The medical evaluation consists of a physical examination which includes a dental examination and hearing and vision screening tests. The inmate is also interviewed to determine social attitudes and for psychological and psychiatric evaluation.

2. Educational. The educational evaluation includes a series of standardized tests and interviews with educational counselors.

a. All inmates are usually tested with the following instruments during the RMC evaluation:

(1) The Revised Beta Examination (or an equivalent individualized IQ test) is administered to ascertain the inmate's IQ.

(2) The Test of Adult Basic Education (TABE) is used to provide grade level placement of the inmate in academic areas.

(3) The Wide Range Aptitude Test (WRAT) provides a quick estimate of the inmate's general level of ability and educational background.

(4) The Wide Range Interest-Opinion Test (WRIOT) evaluates occupational interests in 18 general areas and samples seven vocational attitudes.

b. Female inmates are usually tested with the following instruments in addition to the four indicated above:

(1) The Minnesota Multiphasic Personality Inventory (MMPI) is administered to help identify psychological and psychiatric abnormalities.

(2) A sentence completion test is administered to gain insight into the inmate's attitudes and values system. This is not a standardized test, but was derived by combining elements of several standardized tests. Information gained from this test is subjectively evaluated.

c. Once inmates arrive at the assigned correctional facility, they may be retested with some of the instruments listed above or tested with additional instruments, such as:

(1) The General Aptitude Test Battery (GATB) provides a measure of ability factors in ten areas related to vocational aptitudes.

(2) The Talent Assessment Profile (TAP) is composed of ten action instruments designed to measure characteristics applicable to work in industrial, technical and professional technical areas.

3. "Staffing" recommendation. When all the testing and interviews are completed at the RMC, the inmate is "staffed" by a team which consists of the inmate, the dormitory counselor, the education counselor, and appropriate medical staff personnel. This process is chaired by a classification officer, and is designed to develop a number of recommendations relating to the inmate.

a. Security determination. The "staffing" team recommends the type security appropriate for the inmate. Security recommendations vary from minimum (little risk that the inmate will attempt to escape) to maximum (high escape risk).

b. Work assignment. The work assignment is usually based on interests or preferences of the inmate as indicated by tests and interviews. However, job vacancies and system labor needs may override, at least temporarily, the inmate's interests and preferences.

c. Education program. The team recommends placement of the inmate in an education program based on test results. Inmates may be placed in academic programs which provide basic skills training or prepare for GED testing, or in vocational training programs. Types of vocational programs available vary from facility to facility.

d. Other rehabilitative needs. Other recommendations may include needed medical, psychological or psychiatric treatment, proximity to the inmate's family, and the need for social interaction with others.

e. Facility assignment. The "staffing" team recommends assignment of the inmate to a specific facility based on the combination of factors considered in a. through d., above.

C. Facility activities.

1. Initial processing. Once the inmate arrives at the assigned correctional institution, the facility staff begins to implement the recommendations of the RMC "staffing" team. A similar team is developed at the facility, consisting of:

a. Classification officer. This individual is usually the coordinator of procedures for the inmate.

b. Medical personnel. The inmate is scheduled for needed medical and dental treatment and fitted for eye glasses, hearing aids and orthopedic devices, as necessary.

c. Dormitory officer. This individual has the opportunity to observe the inmate's process of socialization in the living area and may observe characteristics or tendencies in this setting which may not manifest themselves in the work or education settings.

d. Education counselor. The counselor deals with the academic and vocational programs in which the inmate participates.

e. Inmate. The inmate is involved in those decisions which affect his assignments and progress.

2. Testing. In many instances the facility education director will repeat some or all of the education testing as a part of the inmate's facility inprocessing. Frequently the inmate makes a higher score on IQ tests at the facility than was made at the RMC. This is generally attributed to a lessening of tension and anxiety on the part of the inmate as he is assimilated into the system and becomes more acclimated to his new life style.

3. Inmate rights. A considerable amount of educational counseling is available to assist inmates in selecting academic or vocational programs in which to participate. The inmate, however, has the right to refuse to participate in educational programs and some will not get into either academic or vocational classes.

D. Review process. The inmate's progress is reviewed regularly during his period of incarceration. The first formal review occurs three months after assignment to the facility. A second review takes place three months after the first, and subsequent reviews are then conducted at six-month intervals. All aspects of the inmate's incarceration, including the education program, are examined at these reviews. Inmates participating in academic programs are evaluated quarterly by administration of the TABE, and their progress is a topic for disussion at scheduled reviews. Education programs may be stopped, started, continued, accelerated or revised based on test results and recommendations of the review team. The review process continues throughout the period of incarceration.

E. Summary. The assessment procedures established by the Department of Corrections begin at the earliest possible time and continue throughout the inmate's term. Consideration is given to the interests, aptitudes, and desires of the inmate as well as to his academic and vocational abilities.

Assessment Program as Described in the "Youthful Offender Report". Three major subject areas affecting assessment of inmate needs were discussed in the Youthful Offender Report of the Oversight Subcommittee of the House Committee on Corrections, Probation and Parole.

A. Orientation and classification.

1. Mandatory/voluntary participation in educational programs. Some of the youthful offender institutions require inmates to participate in educational programs. Educational staff members generally oppose mandatory participation because they feel it increases the problems involved in classroom management.

2. Assignment to programs. An inmate may be classified into a job within the facility, placed on outside work squad duty or in an industry training program, assigned to academic classes or vocational training programs, or some combination of these activities. Many educators in the correctional system feel that classification officers do not regard their opinions about assignments as important. Teachers feel that they are in a

better position than are the classification specialists to determine if an inmate could function in a particular class. The Oversight Subcommittee, however, found that classification specialists have little power to make assignment decisions on the basis of what is best for the inmate. They must classify and assign inmates on the basis of institutional labor needs and availability of program vacancies. Some teachers felt that inmates could be encouraged to participate more willingly in education programs if there was a better defined system to reward achievements. When asked how the program could be improved, over 35% of teachers in youthful offender institutions indicated that a better reward system (gain time, pay, contract parole, etc.) was needed.

B. Academic programs.

1. Programmatic relationships. Corrections personnel generally consider occupational education to be a method of providing skills for employment. Academic programs are viewed as supplementary. This is not true at all facilities. However, several institutions, including some which house youthful offenders, have made academic education mandatory for inmates who do not have a high school diploma.

2. Voluntary/mandatory education programs. Teachers prefer that participation in academic programs be voluntary. At Sumter Correctional Institution, where participation is mandatory, the Oversight Subcommittee noted a disturbing lack of control in some academic classrooms. Some teachers seemed unable to cope with inmates who, in many cases, did not want to attend school.

3. Placement and progress. Inmates are generally placed into academic classes on the basis of their reading levels, as measured by the TABE. Progress through the program is measured by quarterly administration of the TABE until such time as the inmate is ready to take the General Educational Development (GED) tests.

4. Motivation. Most educators in the correctional system feel that it is extremely difficult to motivate inmates to achieve educational goals without a clear-cut, meaningful reward system. As indicated above, a revision of the gain time provisions based on achievement, pay for institutional work satisfactorily completed, and expanded use of contract parole might be inducements to get inmates to address their educational needs by participation in academic and vocational programs. Many educators also felt that inmates might be better motivated to participate in educational programs if two aspects of the assignment and classification process were expanded. They felt that inmates should receive in-depth counseling about the types of jobs available "on the outside," and should be familiarized with the training programs that are available and how they can be assigned to a particular program.

C. Occupational counseling and training.

1. Youthful Offender Program Plan. The 1980 Youthful Offender Plan presents a four-phased basic education program to be offered in youthful offender institutions.

a. Use of a multi-media approach to advise inmates of the various occupations and skills for which they can train in the facility.

b. Inmates are allowed to "sample" occupations by receiving guidance, training, occupational literature, trade journals, etc.

c. Inmates get classroom training, "hands-on" practice, and on-the-job training in selected occupations.

d. Inmates are provided individualized programs to treat diagnosed learning disabilities.

"Unfortunately, the (Oversight) Subcommittee was not able to identify, at any of the youthful offender institutions, this four-phase method of choosing a course of occupational training for an inmate."

2. Placement. In most cases inmates are placed in vocational classes according to vacancies, without regard to the inmate's interests or aptitudes. Vocational teachers feel that they are frequently required to "baby-sit" for inmates in their vocational programs when those inmates do not have the academic background necessary to function effectively in the program. Teachers cannot transfer inmates who cannot perform satisfactorily, either to academic courses to prepare them for the particular vocational program, or to other vocational programs for which they may be better suited. This situation becomes particularly distressing to teachers when capable inmates are denied placement in their programs due to a lack of vacancies.

Assessment Program as Observed by This Committee During Visit to Apalachee Correctional Institution. On August 20, 1982, the committee visited Apalachee Correctional Institution (ACI) to observe the education programs in operation and to interview facility staff and inmates. The committee was given a thorough briefing on the education program by Dr. Merrill O. Jones, Education Supervisor.

A. East/West units. Apalachee Correctional Institution is actually two correctional facilities. The East Unit primarily houses youthful offenders, inmates under 25 years of age, serving their first prison sentence in Florida for non-violent felonious crimes. There are approximately 1,000 inmates held under minimum security in the East Unit. The West Unit houses approximately 600 inmates under medium or close security. These inmates are generally older multiple offenders incarcerated as habitual criminals or for

committing violent crimes. Since time for the visit was limited to one day, the committee visited only the East Unit.

B. Education Programs. The Education program at ACI-East includes academic education, vocational training and community college core curriculum. Inmates who do not have a high school diploma are "strongly encouraged" to participate in academic programs. Inmates may be assigned to academic and vocational training programs on either a full-time or a half-time basis. When assigned on a half-time basis, inmates on the "first-half" schedule attend classes on Monday and Tuesday of each week and on alternate Wednesdays. "Second-half" inmates attend classes on alternate Wednesdays and on each Thursday and Friday. Generally, "first-half" inmates are in class, and vice versa. Enrollment in community college courses is voluntary. However, once an inmate enrolls in a community college course, he is required to attend every class session.

1. Academic education. The academic education program at ACI-East is divided into two stages of basic education (grade levels 0.0 through 3.4 and 3.5 through 4.9), intermediate education (grade levels 5.0 through 6.9), and advanced education (grade levels 7.0 and above). Grade levels are determined by overall results of the lastest TABE scores. Classes are supplemented by Title I programs in Reading, Language Arts and Math for inmates age 21 and under. The average student load in the academic program varies between 375 and 450 inmates enrolled at any one point in time. ACI-East employs 13 full-time teachers, including five funded under Title I, in its academic program. During 1981, the academic program at ACI administered the GED tests to 363 inmates. A total of 223 inmates were awarded State of Florida High School Diplomas as a result of that testing.

2. Vocational training. There are ten vocational training programs available at ACI-East. Inmates are assigned into vocational training programs, when vacancies occur, on the basis of their interests and aptitudes, as indicated in aptitude testing, and interviews with counselors. The average number of inmates enrolled in vocational training at one time is approximately 130. The program awarded vocational certificates of completion to 213 inmates in FY 1982. The vocational training programs are supplemented by an IMTS lab which employs a full-time learning coordinator.

3. Community college courses. Through an exchange of services agreement, community college courses are made available to ACI inmates by Chipola Junior College. All such courses are from the core curriculum. No ACI inmate has yet earned an AA degree in this program.

C. Assessment of Needs.

1. Inmates may be assigned to ACI-East Directly from the RMC at Lake Butler or from Lancaster Correctional Institution. During the first few weeks at ACI the inmate is oriented on the facility, to include the academic and vocational programs

available. The Counseling and Social Services Department reviews each inmate's testing record and administers additional tests as they deem necessary. Determination of testing needs is made by trained psychologists on the basis of indicated test results and interviews with the inmate. Inmate IQ may be re-evaluated through retesting with the Revised Beta Examination or by administering of individual IQ tests, such as the Wechsler Adult Intelligence Test. The General Aptitude Test Battery (GATB) may be used to assess interest in and aptitude for vocational training programs.

2. Academic progress of inmates is assessed regularly by administration of the TABE. Inmates enrolled in Title I programs are tested every three months. Other inmates are tested every four months. Test results are used to adjust the inmate's placement in the academic program or to prescribe specific academic remediation in support of the vocational training program.

D. Inmate perceptions. The committee interviewed three inmates to ascertain their feelings about the programs in which they were enrolled. Of the three, only one had been sentenced under the Youthful Offenders Act and indoctrinated at Lancaster Correctional Institution. The other two had been assigned directly from the RMC.

1. Inmate #1. This was a young black man from Miami who had been at ACI for about nine months. He was enrolled half-time (first half) as a vocational student in the electric motor rewiring program. He was also enrolled half-time (second half) in the academic program at the intermediate level. He appeared to have a speech defect which might indicate a need for speech therapy. He was aware that his placement in the academic and vocational programs had resulted from testing at the RMC and that progress through the academic program was dependent upon results on the TABE. He seemed to accept the assignment to the electric motor rewiring program as a good opportunity to learn the basic skills of a trade.

2. Inmate #2. This inmate was a young black man from Key West who had been at ACI for just over one year. He was enrolled as a half-time (second half) student in the academic program at the advanced level. He had a job assignment in the ACI laundry during the first half. He was the most articulate of the three inmates interviewed. He was also knowledgeable about the testing programs, but indicated that he would prefer a job assignment or vocational training to prepare him to work in warehousing. He has submitted a petition for contract parole but no action had yet been taken on the petition at the time of the interview.

3. Inmate #3. This was a young white man from Maryland who had been at ACI less than three months. He was enrolled in the academic program at the intermediate level on a half-time (second half) basis. His first half job assignment was "house man" for his dormitory. His duties are assigned by the

dormitory counselor and include janitorial work, running errands, etc. He expressed a desire to get into the automotive mechanic training program, but indicated he was not getting much help from counselors or classification officers. He indicated that, except for his dormitory officer, he could not discuss his desires with anyone because "they are always too busy." He did not appear to understand the channels through which he could request a specific training program.

E. Institutional needs assessment. The Department of Corrections has established a policy to implement the American Correctional Association's Educational and Vocational Training Standard 4394, which states, in part:

> There is a system for ensuring that the education program continues to meet the needs of the inmate population. - - - The process of developing curriculum should include in-put from inmates and a system should be developed to review the education program regularly.

In addition to standardized testing, the curriculum review at ACI is based on a questionnaire administered to a representative sample of the inmate population to identify inmate needs, attitudes, opinions and recommendations regarding educational and vocational programs. Such a survey was conducted at ACI in May, 1982. The following points summarize the results of that survey.

1. Approximately 71% of the inmates at ACI have not received a high school diploma. There is a great need for adult basic education and GED programs to serve these needs.

2. Inmates perceive the GED and vocational programs as having the greatest value to them.

3. Shortness of sentences and lengths of time inmates can enroll in programs reflect a need for short-term academic and vocational programs with limited goals.

4. Inmates perceive a need for improvement in instructional materials, teacher attitudes, discipline, and staffing (number of teachers) to improve the educational programs.

Conclusions.

In developing this report, the committee has attempted to avoid incorporation of value judgments in regard to the policies and procedures currently established. Every effort has been directed to reporting what is, not what could or should be. This should not be interpreted to be critical of the needs assessment process. Neither should it be interpreted as being totally supportive. Having conducted the interviews, surveyed the literature and technical references, and visited the program in operation, the committee feels that the following observations are relevant:

A. Some inmates, if not all, are being administered all tests on a single day during their indoctrination at the reception center.

B. There is no attempt made in the evaluation process to identify inmates who have learning disabilities. None of the evaluation instruments measures the basic psychological process involved in understanding or in using spoken or written language. No adaptive behavior scale is given to inmates whose performance is two or more standard deviations below the mean on a standardized IQ test. Adaptive behavior is defined as the effectiveness or degree with which the individual meets the standards of personal independence and social responsibility expected of his age, cultural group and community. Vision and hearing testing needs to be refined enough to identify sensory deficits.

C. Procedures at the reception facility and correctional institutions are not always in consonance with the policies of the Department of Corrections. For example:

1. Some institutions make enrollment in educational programs mandatory for inmates who do not have a high school diploma.

2. Inmates are not well oriented on the procedures for requesting assignment to a specific education program.

D. Assignment of inmates to educational programs and job assignments is more closely related to labor needs of the institution and availability of vacancies in classes then to individual needs indicated through formal and informal needs assessments.

E. "Gain time" provisions for educational programs are combined with gain time earned through social service (AA, drug counseling, etc.) programs and capped at six days per month. There is no cap on gain time earned in work programs.

A bibliography for this chapter may be found at Appendix L.

5. A recommendation for criteria or changes which should be proposed regarding the assessment of offender educational needs.

The recommendations in this section are based essentially on part 6 of the "Findings" section, particularly those that lead to the following conclusions:

A. Testing of inmates often takes place in one day, when a thorough process which also allows an appropriate amount of time between tests would take two or more days.

B. There is no apparent attempt made in the evaluation process to identify inmates with learning disabilities, and the tests to identify sensory deficiencies are not refined.

C. In some cases, inmates may refuse to participate in academic or vocational classes, and in others, enrollment in educational programs is mandatory, even for inmates who do not want to participate.

D. All inmates are not well oriented on the procedures for requesting assignment to a specific educational program.

E. Procedures at the reception facility and correctional institutions are not always in consonance with the policies of the Department of Corrections.

F. Individual needs based on needs assessments hold a lesser assignment priority than do class vacancies and labor needs of the facility.

G. Gain time for the combined offerings of educational programs and social services such as drug and alcohol counseling are capped at six days per month, with no cap on gain time for work programs.

Recommendations related to assessment are sorted into three categories - achievement incentives, implementation of test results, and changes in testing.

A. Achievement incentives as a concept in the current correctional education program in Florida is practically non-existent, and this should be changed to allow early release, early parole, added gain time, and/or sealing or expunging the inmate's (defendant's) youthful offender record, for those who achieve specific educational milestones such as earning a high school diploma accompanied by specific evidence of functional literacy, earning a vocational educational certificate showing a clear mastery of a marketable skill, and/or a strong endorsement by the educational supervisor that the inmate is fully prepared to return to society as a productive, self-reliant, and contributing member.

The major incentive for inmate performance is accumulation of gain time to accelerate the inmate's release date. Under present laws, however, earning of gain time is heavily skewed in favor of working in assigned jobs, regardless of the job's relevance to the

inmate's educational needs, and away from everything in an education program. Incentive provisions should be revised to allow award of gain time for satisfactory participation in academic and vocational education programs on a day-for-day basis, the same as is currently awarded for satisfactory job performance.

Also, in support of our efforts to release as soon as possible those society-ready inmates who have attained functional literacy and marketable occupation skills, the study group urges that actions be taken to also allow early release, early parole, and in the case of youthful offenders, a sealing or expunging of his or her record. Achievement of such milestones with accompanying meaningful incentives should make the inmates employable upon release, lessen the probability of recidivism, and vacate space being filled by non-violent, short-term, youthful or other offenders where time is the principal factor in their continued incarceration.

B. Test results, accompanied by qualified counseling and guidance actions, should be implemented in the future by making every effort to classify and assign inmates on the basis of their assessed educational needs, and particularly those youthful and other offenders who have been found guilty of non-violent crimes and whose sentences are one to four years in duration.

There is little to be gained by assessing inmate educational needs if those needs are to be ignored in their classification and assignment. It became apparent to the study group members working on this section that other factors currently take precedence over the educational and training needs of the inmates. About 60% of Florida's inmates are 18-24 years of age serving one to four year sentences for crimes of a non-violent nature, and the concerted implementation of testing and counseling for such persons could result in their meeting important learning and corrective milestones and subsequently qualifying for early release or expedited parole, clearing needed space in the correctional institutions and reducing the level of Florida's incarcerated population.

C. Changes in the testing process should be made to support the goal of appropriate placement of inmates into educational, training, and counseling programs designed for outcomes of functional literacy, marketable skills/occupations, and adjustment to society, to include: (1) spread out testing for new inmates over several days, (2) screen inmates for hearing and vision deficiencies, (3) evaluate inmates for possible handicaps, (4) administer an adaptive behavior scale to inmates whose performance is two or more standard deviations below the mean on a standardized intelligence test, and (5) measure the psycho-educational process areas of each inmate with such instruments as the Detroit Tests of Learning Aptitude.

The rationale for improvement of the actual testing process is provided in the base of the recommendation itself. Changes in testing which should be made are not necessarily limited to those five examples given, but should be consciously aimed at placing all inmates into a relevant educational, training, and counseling program.

D. Procedures should be implemented to locate and identify all inmates, 21 years of age and younger, who have not completed a secondary education program and who may be in need of special education and related services. Evaluation procedures need to be revised to meet state and federal law and each handicapped inmate should be appropriately placed and have an Individual Education Plan (IEP).

APPENDIX C

CORRECTIONAL EDUCATION STUDY GROUP

COMMITTEE REPORT

EVALUATION OF ASSESSMENT OF INMATE NEEDS

Characteristics of Tests Used in Educational Evaluation of Inmates

I. General. Tests are used to ascertain the levels of inmate intelligence and education, to determine their aptitudes, interests and opinions, and to classify them on the basis of needs and desires.

II. Standardized Tests Used.

A. The Revised Beta Examination is designed to measure the general intellectual ability of persons who are relatively illiterate or non-English speaking, or suspected of having language difficulties. It may also be used as a non-verbal measure for members of the general population. The examination yields an overall estimate of ability which can be expressed either as an IQ or as a percentile. The battery consists of six tests and requires approximately 30 minutes to administer.

B. Test of Adult Basic Education. This is a series of adult achievement tests in reading, language and mathematics. It is available in easy, medium and difficult versions. It is a locator test that is easy to administer, can be scored quickly, and provides achievement scores in the form of grade levels. The series used is the 1976 edition which was developed as an updated derivative of the 1957 California Achievement Tests.

C. Wide Range Achievement Test. This test provides a rough indication of educational achievement in spelling, word reading and mathematics. It is a quick method of estimating the examinee's general level of ability and educational background.

D. Wide Range Interest-Opinion Test. This test provides scores in 25 separate areas. Eighteen scores are related to occupational interests over a broad spectrum of job areas. The other seven scores indicate attitudes about vocational preferences.

E. Minnesota Multiphasic Personality Inventory. This test is oriented towards abnormal, rather than normal, groups and is

designed to differentiate between them. There seems to be some doubt that it does this very effectively. It is rather lengthy for use as a screening test. The profile based on the separate scale scores provides a good deal of material for interpretation by a qualified psychologist.

F. Talent Assessment Profile. This series of ten action oriented tests is designed to measure the individual's aptitudes in areas related to career selection. This is a relatively new test.

III. Non-standardized Tests Used. A sentence completion test, derived from combining elements of several standardized sentence completion tests, is used to discover attitudes and interests of the inmates. Since the test is not standardized, interpretation is subjective, and should only be attempted by a trained psychologist.

CORRECTIONAL EDUCATION STUDY GROUP

COMMITTEE REPORT

EVALUATION OF ASSESSMENT OF INMATE NEEDS

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EVALUATION INSTRUMENT
CORRECTIONAL EDUCATION ACTIVITIES

I. PHILOSOPHY AND PURPOSE OF INSTITUTIONAL EDUCATION PROGRAMS

A. The Education Department of the institution has a written statement of philosophy and purpose which expresses the beliefs, concepts, and attitudes of that department as to why it was established and continues to operate.

B. Review and re-evaluation of the Education Department's philosophy and purpose is made by the administration, faculty, and other correctional officials at least annually to determine if the philosophy and purpose are being fulfilled and if modifications need to be made.

C. The Education Department of the institution has an appropriate publication which reflects accurately the institutional statement of educational philosophy and purpose and the means by which this is to be achieved.

D. The Education Department of the institution has a published description of each of the educational services available to the inmate population.

II. ORGANIZATION AND ADMINISTRATION

A. The Education Department of the institution has a published organization chart available on request.

B. The institution's Education Department has departmental policy manuals readily available; these are reviewed at least annually to evaluate their effectiveness and any need for revision.

C. Education Department staff meetings are held on a regular basis.

D. A written statement of the dutues and responsibilities of each member of the educational staff is available.

III. EDUCATIONAL PROGRAMS

A. A statement of purpose and objectives for each specific education program is maintained; this statement is reviewed and if necessary revised at least annually.

B. Written admission standards are established for each educational program.

C. Acceptable student/teacher rations are established for each of the educational programs based on the type program, the size of the instructional area, and the behavioral characteristics of the student.

D. A publication which briefly explains each educational program offered in the institution that is available to the inmate population.

III. EDUCATIONAL PROGRAMS (Continued)

E. Records showing the progress of the individual students are maintained and made a part of his permanent files.

F. Periodic evaluation of students is made with regard to their progress in their particular program.

G. Daily lesson plans are utilized in all instructional programs; lesson plans are retained for at least a six month period.

H. A periodic evaluation process to assess overall program effectiveness is established for each educational program.

I. Specific occupational programs are reviewed periodically to assure that practices and equipment utilized conform to the needs and standards of business and industry.

J. New inmates to the institution are provided with information about the educational programs.

IV. FINANCIAL RESOURCES

A. Budget Preparation and Control

1. The institution has an educational budget based upon the scope, objectives, and purpose of the educational programs.

2. Budget development at the institution is directly related to the estimated number of students to be served.

3. There is evidence of line staff involvement in the development procedures of the institutional educational budget.

4. The institutional educatinal budget will contain sufficient major categories that will insure distribution of funds for the administration, instructional program, maintenance of equipment, and supplies.

5. Adequate budgetary and auditing procedures are used in the institution's education budget; the Superintendent of the institution utilizes auditing and budgetary controls in keeping with local, state, and federal requirements.

6. Adequate personnel must be available for proper record keeping, reporting and auditing.

B. Administration of Finances

1. Adequate records are kept to identify all expenditures as they relate to the objectives of the educational program.

IV. B. Administration of Finances (Continued)

2. Periodical budget reports are prepared for the Superintendent and for the Education Supervisor when needed.

3. The institution has a system of supply and equipment inventory which includes instructional and non-instructional items.

C. Purchasing Policy

1. There is a system of purhcasing that insures economical use of budgeted funds.

2. For supply and equipment purchases, competitive bidding will be the first consideration for procurement.

V. STAFF

A. The Education Department has a planned pre-service program for all new educational staff members.

B. All Educational Department staff members are properly certified by the State Department of Education.

C. The institution encourages Education Department members to upgrade continuously their occupational competency and educational knowledge.

D. There is adequate opportunity for Education Department staff to inter-change ideas within the department as well as with the institutional administration.

VI. PHYSICAL FACILITIES

A. The buildings and facilities of the Education Department are designed and arranged to contribute to the achievement of education program objectives.

B. The Education Department facilities include adequate space and utilities in classrooms, laboratories, and shop areas to provide safe, orderly instruction for current educational programs.

C. Non-instructional areas, including storage and maintenance areas, rest-rooms, offices and lounges, shall be adequate for the number of students and staff using such areas.

D. The education area is of sufficient size to permit orderly growth and expansion over a period of time.

E. The Education Department of the institution maintains a long-range plan for facility and area improvement.

VI. PHYSICAL FACILITIES (Continued)

F. The institution provides adequate light, heat, and ventilation in all areas of the educational facilities with particular attention to conditions which might adversely affect health and safety.

VII. EQUIPMENT AND SUPPLIES

A. Proper equipment and adequate supplies are available to support the institutional educational program.

B. Funds are budgeted to provide equipment and supplies in accordance with accepted standards and at a level to assure quality education.

C. Planning for new programs includes provisions for adequate materials and equipment to provide for proper skill development.

D. The equipment for specific occupational programs represents the grade and type used by business and industry.

E. The budget includes funds to properly maintain equipment and replace obsolete equipment.

F. All instructional equipment and supplies meet appropriate safety standards.

G. There is a system of emergency purchasing which assures the acquisition of instructional supplies and the repair of equipment within a reasonable length of time so that continuous instruction can be maintained.

VIII. STUDENT PERSONNEL SERVICES

A. Prior to admission to educational programs students are evaluated to determine their chances of success.

B. Prior to admission to educational programs students are counseled with concerning the program.

C. The size of the counseling staff is determined by student enrollment and there are sufficient counselors to assist all students with personal as well as career choice problems.

D. There is a student orientation program which acquaints new students with policies, functions, and personnel of the educational department.

E. Official files and records are maintained and safeguarded.

F. Periodic assessment is made of the admission policies for educational programs.

VIII. STUDENT PERSONNEL SERVICES (Continued)

G. Studies of initial placement, success in training, initial job placement, and success on the job are utilized in counseling when available.

H. The Education Department of the institution maintains records which contain information on those individuals who drop out of a program early, as well as those that finish the program.

IX. LONG RANGE PLANNING

A. The Education Department of the institution has a long-range plan for developing new programs and for phasing out those which are not meeting the needs of the students.

B. Priorities based on studies are established for new programs.

C. Where appropriate, members of the staff and administration and other levels of administrative control are involved in new program development.

D. The Education Department's plan includes evidence that appropriate national, state, and local agencies have been included in the formation of long range planning.

E. The Education Department has provisions for periodic evaluation and modification of its long range plan.

X. LEARNING RESOURCE CENTER

A. The institution has a learning resource center.

B. Adequate provisions exist in the budget for supplying and maintaining the resource center.

C. The learning resource center has sufficient materials to facilitate a multi-media approach to instruction.

D. The Education Department has a plan for evaluating the effectiveness of the learning resource cneter.

XI. PLACEMENT AND FOLLOW-UP

A. The Education Department faculty assists placement and follow-up personnel in securing employment for students.

B. Follow-up data is made available to the faculty and is used to modify and update educational program content.

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